

Weapons of Mass Destruction/Terrorism Annex
to the
Madison County
Emergency Operations Plan

“Terrorism is the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in the furtherance of political or social objectives.”

FBI Definition

SIGNATURE PAGE

We, the undersigned, agree to the policies and procedures set forth in the Weapons of Mass Destruction/Terrorism Annex (Dtd 10 May 2004) to the Madison County Emergency Operations Plan and approve of its inclusion therein:

Ted Coffman, Chairman, Madison County Board of Commissioners	Date
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Ralph Hernandez, Mayor, Town of Ennis Date

Colin D. Mathews, Mayor, Town of Virginia City	Date
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Christopher W. Mumme, Mayor, Town of Sheridan	Date
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Betty Sykes, Mayor, Town of Twin Bridges	Date
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Dave Schenk, Madison County Sheriff Date

John Allhands, Madison County DES Coordinator _____ Date _____

Frank R. Ford, Homeland Security Administrator	Date
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Marie Patterson, Public Health Administrator Jill
Date

AUTHORITIES AND REFERENCES

Montana Code Annotated (MCA) Title 10, Chapter 3: Disaster and Emergency Services

State of Montana Three-Year Statewide Domestic Preparedness Strategy

Montana Disaster and Emergency Plan

Local Government Disaster Information Manual (LGDIM)

Federal Response Plan

Superfund Amendments and Reauthorization Act (SARA)

Madison County Emergency Operations Plan (EOP)

Emergency Response Guidebook

PURPOSE

The purpose of this Weapons of Mass Destruction/Terrorism (WMD/T) Annex to the Madison County Emergency Operations Plan (EOP) is to identify potential situations in which the County may be targeted for WMD/terrorist attacks, describe how the jurisdiction will respond to such incidents and identify specific responsibilities of those with a duty to respond. In so doing, it constitutes an emergency management plan for responding to and recovering from a terrorist-initiated event. Local government has primary responsibility in planning for and managing the consequences of a terrorist incident using available resources in the critical hours before assistance from State, Federal and nearby jurisdictions can arrive and for continued coordination of efforts once that assistance does arrive consistent with the provisions of state and federal Consequence Management and the statewide Incident Management systems. This annex supplements and is an integral part of the Madison County EOP and supersedes all previous WMD/Terrorism emergency operations or response plans or annexes for Madison County. The provisions of this plan are intended to be used in conjunction with other applicable portions of the EOP in preparation for, prosecution of and recovery from emergency situations which may occur.

THE HAZARD

- A. Nature of the Hazard.** The hazard may be chemical, biological, nuclear, radiological, explosive or cyber. It may be aimed at human, animal or plant populations within the County or in nearby lands belonging to other jurisdictions which could affect the County. Low-tech devices and methods of delivery, attacks on infrastructure and cyber-attacks beyond the understanding of most people are distinct threats and may present a cost effective opportunity from the perspective of a terrorist. As demonstrated by national and international experience with terrorist attacks to date, it is evident that the potential scope of destruction is limited only by the terrorists' imagination. Given the creativity of those committed to such acts, planners and responders and, indeed, all citizens are challenged to "think outside the box" in planning for response to the unimaginable.
- B. Incident.** Any incident may be considered to be a WMD/Terrorism event if the senior local law enforcement official, usually the Sheriff, considers there is a real threat of terrorism to exist or if such a determination is reached by the Board of Commissioners. In the absence or unavailability of the Board of Commissioners and the Sheriff, the Homeland Security Administrator may make such a determination. The information provided in this Annex applies when it becomes obvious or strongly suspected that an incident has been intentionally perpetrated to harm people directly or indirectly, to compromise public safety and well being, disrupt essential services (including governmental), or damage the area's economy or environment. It could well be that, even though information available may not be sufficient to warrant determination of the existence of a terrorist threat or action, enough doubt may exist to support invoking the provisions of this Annex in the interests of public safety.
- C. Initial Warning.** Specific details of such events will vary, however the general emergency response and protocol followed should remain consistent. Should an overt WMD incident warning occur, the initial report will often take the form of a 911 call to the dispatch center. The caller may well not identify the incident as a terrorist event, but rather state that there was or will be an explosion, or a major "accident" or that a mass casualty event will or has occurred. Warnings may also be received electronically (by radio, Email, via the Internet), in the mail, or by any of a variety of less formal delivery methods, not excluding direct

confrontation. Initial reports and any subsequent information relayed through the dispatcher prior to arrival of the first responders at the scene, as well as the initial assessment of arriving responders will provide emergency management personnel with the basic data to begin a managed response to the incident.

- 1. Initial Detection.** The initial detection of a WMD Terrorist attack may be either by first responders, other governmental agencies (such as schools, USFS, DNRC, BLM) or private and semi-private entities such as hospitals, corporations and other businesses. However, there is considerable potential for initial discovery by private citizens. Consequently, all citizens in the County should be encouraged to receive at least WMD Awareness Level training. First responders and members of the medical community, both public and private, should be more highly trained to identify hazardous agents, understand indications of terrorist activity and to take appropriate response actions both on a general basis and even more intensely within their particular area of expertise. Medical care providers and emergency first responders will be relied upon to identify unusual symptoms, patterns of occurrence and trends or other supplementary information to provide timely recognition of an emerging terrorist event. Law enforcement and fire management personnel must similarly react within their field of operations. Early and focused recognition may be the key to effective response. With increased awareness and training about WMD, the probability of such early and accurate recognition is greatly enhanced. In addition, such responders must be provided with and trained in the use of protective equipment and associated techniques and use them to mitigate the possibility of becoming another victim instead of someone able to assist in overcoming the problem.
- 2. Investigation & Containment of Hazards.** Local first responders will usually provide assessment and/or scene surveillance of the hazards and damage caused by an act of WMD terrorism. In so doing, every care must be taken to fully utilize available personal protective equipment and procedures to preclude becoming a victim rather than an asset to hazard mitigation and recovery. As soon as early assessment allows such determination, proper local, neighboring, state and federal authorities capable of assisting with and containing the hazard should be alerted to a suspected WMD attack. Madison County's internal capabilities are extremely limited when it comes to such activity. Early help will probably be a necessity. In addition, other agencies and jurisdictions must be alerted not only to help this County, but to allow proper preventive and mitigative procedures to be followed for their own areas of responsibility. An early request for assistance which turns out to be overstated is far preferable to a late request based upon more detailed information.

D. Hazard Agents

1. Chemical. Chemical Agents are intended to kill, seriously injure or incapacitate intended victims directly through physiological effects and, as is a potential of all WMD, through psychological effects. Incidents involving a chemical agent or combination of chemical agents will demand appropriate reaction from all emergency responders: fire departments, law enforcement, EMS, and emergency room staffs at medical facilities, in particular. Adequate training and equipment will be required. Hazardous chemicals, including industrial chemicals and agents, can be introduced via aerosol devices (such as sprayers, aerosol generators and munitions), breaking containers or a wide variety of covert dissemination methods. Building ventilation systems may be particularly vulnerable to clandestine dissemination. Some indicators of possible use of chemical agents are listed in Table `1. More detail information can

be found in the Emergency Response Guidebook, which should be available to every responder, emergency manager and throughout the community. Early in an investigation it may not be obvious whether an outbreak was caused by an infectious agent or a hazardous chemical. Most chemical attacks are localized, however, and their effects will usually be evident within a few minutes. There are both persistent and nonpersistent chemical agents. Persistent agents remain in the affected area for hours, days or even weeks. Nonpersistent agents generally have a high evaporation rate, may be lighter than air and/or tend to disperse relatively rapidly, thereby losing their ability to cause casualties after 10 to 15 minutes. It is important to note, however, that they may persist in pockets such as in small, unventilated containers.

Table 1: Indicators of Possible Chemical Agent Use

- Stated Threat to Release a Chemical Agent
- Unusual Occurrence of Dead or Dying Animals
- Lack of insects
- Unexplained Casualties
 - Multiple Victims and/or discernible casualty patterns
 - Surge of similar 911 calls
 - Serious illnesses of unexplained origin
 - Nausea, disorientation, difficulty breathing, or convulsions
- Presence of unusual liquid, spray or vapor
- Unusual droplets or oily film
- Unexplained odors
- Low clouds or fog unrelated to weather
- Suspicious Devices, Packages or Unattended Items
 - Abandoned dissemination devices or pray devices.
 - Unusual metal debris
 - Unexplained munitions

2. Biological. Bioterrorism is a real and present danger in the world. The complexity of the nature of possible threats, methods of delivery and possibilities for response may well exceed that of any other form of terrorism, particularly when the possibility for overlap or confusion with chemical terrorism is also considered. Understanding how to respond to this danger is difficult at best and can approach impossible at worst. Therefore, the most effective way to combat this threat is through deep and serious thought about plausible situations and circumstances in which bioterrorism might occur, then consider possible responses to such an attack. The necessity for preparedness, then, is particularly applicable to effective response to biological attack, yet the response to “Preparedness for what?” is so complex, that an entire annex to the EOP, the Bioterrorism Annex, has been set in place. That annex should be consulted in conjunction with this annex whenever the possibility of biological terrorism is considered to be credible.

Recognition of a biological hazard is sometimes particularly difficult due to the extended time line inherent in such a technique but also because, as with chemical hazards, many of the dissemination methods used are particularly well suited to clandestine deployment. Recognition may result from identification of a creditable threat, discovery of specific bioterrorism evidence (devices, agent, clandestine lab), diagnosis (identification of a disease known to be caused by

an agent identified as a possible bio-terrorism), and detection (gathering and interpretation of public health epidemiological data).

When people are exposed to a pathogen such as anthrax or smallpox, they may not know that they have been exposed, and those who are infected, or who subsequently become infected, may not display symptoms for some time. This delay between exposure and onset of illness, the incubation period, is characteristic of infectious diseases. The incubation period may range from hours to weeks, depending upon the exposure and the pathogen. Unlike acute incidents involving explosives and many hazardous chemicals, the initial recognition or suspicion of a biological attack on civilians is likely to be made by direct patient care providers and the public health community. An active and perceptive public health system is critical to mitigating the effects of a biological attack.

Terrorists could also employ a biological agent that would affect agricultural commodities over a large area (e.g., wheat rust or a wide variety of farm animal diseases). From the point of view of the potential terrorist, the agriculture sector offers a cheap, effective and low risk attack alternative. This could be devastating to local and even the national economy. In some cases, sickness in just a single animal could result in millions or even billions of dollars of negative economic effect. Farmers, ranchers, veterinarians and other agribusiness professionals should partake of WMD awareness training with particular attention to its applicability to this often forgotten potential target.

Responders should be familiar with the characteristics of the biological agents identified as being of greatest concern for use in a bioterrorism event. To a far greater degree than in the case of chemical or radiological events, victims of exposure to biological agents may serve as carriers of the disease with the attendant capability of infecting others. Indicators of a biological attack are quite similar to many of those listed for chemical attack in Table 1.

3. Nuclear and Radiological. Explosion of a nuclear fission or fusion device within Madison County is considered to be highly unlikely under any foreseeable circumstances, nevertheless, it remains a possible terrorist technique. The problem of radiological contamination from distant explosions or from a terrorist attack with a device capable of disseminating radioactive material, however, presents a more likely scenario. The difficulty of responding to a radiological incident is compounded by the nature of radiation itself. The involvement of radioactive material in any conventional explosion may or may not be obvious. In addition, there are many other methods of distributing radioactivity without use of an explosive device, some of which readily lend themselves to clandestine attack. Usually it will be necessary to deny or confirm radiological activity through use of specialized detection equipment. Although many detection devices exist, they tend to be specialized in their capability and are designed to detect specific types and levels of radiation. Therefore, they may not be appropriate for measuring or ruling out the presence of radiological hazards. Should such a problem be suspected, external assistance should be requested immediately. Table 2 lists some indicators of a radiological release, but it should be remembered that the physical manifestations of excessive radiation in humans and animals may take days or even weeks to make themselves apparent.

Table 2. General Indicators of Radiological Agent Use

- A stated threat to deploy a nuclear or radiological device
- Presence of nuclear or radiological equipment (spent fuel canisters, nuclear transport vehicles, dosimeters)
- Nuclear placards or warning materials along with otherwise unexplained casualties

- Radiation anomalies noted by X-ray technicians in the course of their work

An intentional nuclear/radiological attack could be initiated by a variety of means:

a. Improvised Nuclear Device (IND). Use of an IND includes any explosive device designed to cause a nuclear yield. Depending on the type of trigger device used, either uranium or plutonium isotopes can fuel these devices. While “weapons grade” material increases the efficiency of a given device, materials of less than weapons grade can be used with lethal effect both from the effects of the resulting explosion itself and from associated radioactivity.

b. Explosive Radiological Dispersal Device (RDD). Use of such a device includes any explosive device utilized to spread radioactive material upon detonation. Such a device could well be improvised by placing radioactive materials in close proximity to virtually any explosive device, improvised or conventional.

c. Simple Radiological Dispersal Device (RDD). Such a device does not rely on an explosion to disseminate radioactive material. Any nuclear material (including medical isotopes or waste) can be used in this manner. Aerosols, sprayers, and even passive devices can be employed.

4. Conventional Explosive Devices. The easiest to obtain and use of all weapons is still a conventional explosive device or improvised bomb, which may be used to cause massive local destruction and/or to disperse chemical, biological or radiological agents. The components are readily available, particularly in rural jurisdictions, as are detailed instructions to construct such devices. Explosive devices may be categorized as being primarily explosive or incendiary, using high or low filler materials to emphasize the explosion itself and/or cause fires. They may be primarily aimed at causing casualties, or they may have other objectives reflected in the way they have been made. Bombs and firebombs are cheap and easily constructed, involve low technology, and may even be made using only materials commonly available in homes. They are usually considered the terrorist weapon most likely to be encountered excepting, perhaps guns. Large, powerful devices can be outfitted with timed or remotely triggered detonators and can be designed to be activated by light, pressure, movement, timing, or radio transmission. Recent years have found increasing use of suicide bombings around the world and such tactics cannot be discounted here. Explosive devices may not be readily detectable making them popular for covert employment. They may have little signature and they may not readily be detected before or after their use. The potential exists for single or multiple bombing incidents in single or multiple municipalities. They are much in favor by terrorists because of their spectacular and immediate effect with attendant ability to gain attention and develop apprehension far in excess of their actual threat. Responders must remain aware that secondary devices may be targeted against them and other would-be rescuers after an initial attack. Historically, less than five percent of actual or attempted bombings were preceded by a threat. Conversely, false threats may be perceived by the perpetrators as furthering terrorist goals due to the disruptive effects which may result.

5. Combined Hazards. WMD agents can be combined to achieve a synergistic effect. They may be combined to achieve both immediate and delayed consequences. Mixed infections or intoxications could occur, for example, with not only the multiple effect of the agents in themselves causing difficulties, but thereby complicating or delaying diagnosis and identification of the threat. Casualties of multiple trauma agents may exist or differing individual casualties may suffer from a variety of trauma, burns, etc. Attacks may be planned and executed so as to take advantage of the reduced effectiveness of protective

measures resulting from sequential or combined attack agents. And, as previously noted, the potential exists for multiple incidents in single or multiple municipalities or areas.

6. Other. As mentioned or implied throughout any exploration of terrorism's potential, there really is no limit to the forms the threat might take. Wildland or structural arson, mob violence, para-military expeditions, psychological assault and an unlimited spectrum of anti-social activity are always possible. Terrorism is always criminal activity. Alertness and intelligence remain the best means of countering terrorism in any form, together with a well-trained and thoughtful team of emergency responders.

E. Potential Targets.

In determining the risk areas within the County and incorporated cities, it should be recognized that vulnerability varies with the type of threat, the intent of the terrorist, social, legal and environmental factors and a whole host of rational and irrational processes which may or not be perceivable by emergency management authorities and responders. Nevertheless, pre-disaster analysis, planning, and training remain the best way to offset the effects of terrorism. The Madison County Pre-Disaster Mitigation Plan and the Madison County Homeland Security Risk Assessment represent steps in that effort, however the process is an on-going one. These and related documents must continually be revised and updated to accommodate changing assumptions and conditions. The county Local Emergency Planning Committee is responsible for leading this effort with the support and guidance of the county Homeland Security Administrator, however it is the responsibility of every citizen and entity to participate.

While the resort of Big Sky is the most likely potential target area within the County, with its own unique topographic, social, logistic and jurisdictional problems, the very lack of such prominence could enhance the desirability of alternative targets in the eyes of would-be terrorists.

A frequently ignored potential terrorist venue particularly relevant to Madison County, as to Montana as a whole, is an attack on agricultural commodities that compromise the backbone of the economy. Bovine spongiform encephalopathy (BSE or "mad cow" disease) and foot and mouth disease are only two of the most prominent forms such an attack might take, and both have been subject of threatened terrorism in the past. Successful introduction of these and similar types of biological agents into the agricultural system would cause economic disaster for Montana and the nation.

SITUATION AND ASSUMPTIONS

A. Situation: General information about the community can be found in the basic Emergency Operations Plan, the Pre-Disaster Mitigation Plan and similar documents. Special considerations are listed below.

1. Environment: Madison County is located in the southwest portion of Montana. It is largely rural in nature, with an increasing presence of seasonal and other non-resident homes, particularly in its eastern portion. Most of the County's 3581 sq. miles is still agricultural or undeveloped public lands. Three major river drainages (Ruby, Jefferson and Madison) and five mountain ranges (Madison, Tobacco Root, Gravelly, Ruby and Snowcrest) make for a rugged terrain, frequently bisected by open valleys or deep drainages leading into the mountains. The Tobacco Root and Gravelly mountains form a generally north-south backbone, dividing the county into a distinctly western area centered on the Ruby and Jefferson River valleys and the eastern portion centered on the Madison Valley, but generally considered to include north of that

valley proper and extending on the northeast corner of the county. Mountain elevations range up to 11,000 feet.

Of the private land within the County, 75% is classified as rangeland, 12% cropland or hay ground and 9% forested land. Approximately 100,000 of the County's 2.3 million acres are formally sub-divided private landholdings with thousands of other acres having been subdivided without County review and approval. Over 200,000 acres of private ground are under some form of conservation easement, and generally are not sub-dividable.

The County's climate is really a series of micro-climates as a result of its varied terrain. In general, though, the climate is arid, with 10 to 12 inches of annual rainfall the norm. Accordingly, county water requirements for both human consumption and recreation and the needs of agricultural irrigation and animal production are heavily dependent on development of adequate winter snow pack in the adjacent mountains. Many of the valleys, particularly in the eastern half of the county experience frequent windy conditions, averaging 15 to 25 miles per hour with sustained winds in the 40 mph range not uncommon. The prevailing winds are southerly or southeasterly, however such conditions are highly variable in nature and much influenced by local topography.

2. Population: The 2002 census estimate placed the Madison County population at 7,005 residents, the County having grown 14.4% during the ten years prior to 2000. An influx of seasonal homeowners and destination tourists may swell the populations to as much as twice that figure, particularly during the summer. In addition, there are frequently significant numbers of transient persons within the county confines, especially along the major transportation corridors and in the Madison Valley. Their numbers may be further increased on holidays and during special events, such as the Ennis Rodeo and the County Fair. National Forest areas and other undeveloped back-country regions may have significant, but usually unknown, numbers of hikers, campers, horse riders and ATV or snowmobile users throughout the year.

3. Urban Centers: There are four incorporated towns in the County. The largest is Ennis, the hub of the Madison Valley, with a 2002 population officially estimated at 860 full time residents. Sheridan (Pop. 676) and Twin Bridges (Pop. 409) are located in the western portion with the county seat, Virginia City (Pop. 132), being centrally located. Several unincorporated towns are scattered throughout the County, such as Pony, Harrison, Norris, McAllister, Cameron, Alder, Laurin, and Silver Star. All except Pony are located on the principle highways outlined in the following sub-section. Many new residences have been built in numerous subdivisions, the majority of which are in the Madison Valley around Ennis and in the area of the Big Sky Resort Community on the east slope and near the ridgeline of the Madison Mountain range. In the former case, several developments are located in the Meadow Creek drainage northwest of McAllister, with another such concentration located southwest and west of Ennis. Such development is continuing at a seemingly increasing rate. The 2000 census found 4,671 housing units within Madison County.

An urban center of another type is Big Sky, an internationally known destination ski resort and center of convention activity throughout the year. As such, it represents perhaps the most prominent potential target of terrorist activity within the County. Primary access and at least two-thirds of the developed land in Big Sky is within Gallatin County, however. At least two fire departments and a complex matrix of private security organizations are to be found there. Many of these units, because of their geographic isolation from the rest of the two counties, have a tradition of quasi-independent operation which could be a factor were an incident to occur.

4. Critical Infrastructure: U.S. Highway 287 is a major transportation corridor for personal vehicles and commercial trucking running north-south through the eastern half of the County, connecting Helena to the north and Interstate 90 in Gallatin County with Idaho and West Yellowstone to the south. MT Highway 84 joins U.S. Highway 287 at Norris, to form the primary transportation corridor to Bozeman. At Harrison, MT Highway 359 allows two-lane,

hardtop access to Whitehall and Butte, as does MT 2 just north of the northern county line. In the western half of the County, MT Highway 41 runs from Dillon in Beaverhead County through Twin Bridges to 4 miles north of Silver Star, where it meets MT Highway 55 which proceeds north to Whitehall, in Jefferson County. The primary east-west corridor is MT Highway 287, connecting Ennis with Virginia City, Laurin, Sheridan and Twin Bridges. Numerous and ever-changing numbers of secondary and tertiary roadways exist in all parts of the area, a large portion of which are dirt or gravel surfaced. Roadways on USFS and BLM also provide a system of interconnecting trails and vehicular pathways of varying and frequently seasonal capability.

Significant interchanges of note are those in Twin Bridges and in Ennis. The former is where Highway 41 joins Highway 287 at a "T", controlled by a flashing light. Transiting traffic must maneuver through this light in the commercial center of town, possibly with need to complete a ninety degree turn. This intersection is within a block or two of the town fire station, water supply, city hall and several other key structures, all of which are unshielded and easily accessible. In Ennis, U.S. Highway 287 makes a sharp turn where it joins MT Highway 287. Substantial quantities of semi-truck and RV traffic, along with automobiles and agricultural vehicles transit through this intersection which requires a boulevard stop for southbound vehicles, could be confusing, and is in close proximity to the City Hall, school, hospital, clinic and nursing home, in addition to being on the edge of the commercial center of Ennis itself.

While not a primary transportation route, the Jack Creek road to Big Sky is of special significance. Primary access to Big Sky is via US Highway 191 from West Yellowstone or the Gallatin Valley. However, seasonal vehicular access to Big Sky may be obtained from the Madison River Valley through a (combination) locked private gate on the west side of the Madison Range via the Jack Creek Road. The Sheriff's Department has the current combination should the need for emergency access require its use.

5. Dams: There are five dams located on rivers within Madison County or near its borders. Each has significance to agricultural interests within Madison County and each represents a potential threat in the event of breach or disruption of service. The Hebgen Lake Dam east of Reynolds Pass in Gallatin County and the Ennis Lake Dam north of Ennis are hydro-power dams on the Madison River. The Clark Reservoir Dam, also a hydro-power dam, is located on the Beaverhead River in Beaverhead County just to the west. It also controls a significant portion of this county's irrigation water. The Ruby River Dam, south of Laurin and the Harrison Lake Dam on Willow Creek east of Harrison are solely for storage of irrigation water. The reservoirs behind each of these dams also have a secondary function of contributing to the recreational opportunities available with the County. All were constructed in the 1950s and 1960s with the exception of the Ruby Dam, which was built in the mid 1930s.

6. Airports: Twin Bridges and Ennis each have General Aviation Airports, the former with one paved runway and one unpaved, the latter boasts a single paved runway. While the exact nature of available services tends to vary with time and season, they typically offer facilities for private airplanes, agricultural spraying services and the like. Twin Bridges has a small flying service. There are at least four private, unpaved landing strips identified on MT DOT maps throughout the county of varying condition and reliability. Such strips exist at Harrison, on the northern outskirts of Ennis, south of Sheridan, and about 5nm west of the Ruby dam. Several other private strips are thought to exist within county boundaries but, as unregistered facilities, their exact nature and capability is unknown and likely to be highly variable.

7. Government Facilities: The County Courthouse, a historic brick building, is located in Virginia City. It houses the majority of administrative offices of the county including the Sheriff's Office (the primary law enforcement center) and associated holding facility. The Sheriff's Office also acts as the County Emergency Operations Center and contains the communications Dispatch Center for all emergency services. Two other nearby older buildings house County

administrative and support offices. Post Offices are located in Cameron, Ennis, Harrison, Pony, McAllister, Norris, Virginia City, Sheridan, Twin Bridges and Silver Star. All four incorporated towns have a town hall. The Madison District of USFS has a station in Ennis and an administrative work center in Sheridan. Together with their vehicles and other equipment USFS assets represent a significant independent communications capability and support infrastructure. The County operates two nursing homes, one in Ennis and one in Sheridan. Each is located close by one of the County's two hospitals and its associated clinic. A private nursing home is also located in Ennis.

8. Economy: Agriculture is the primary economic base for the county. Most agriculture consists of family stock operations (cattle and/or sheep). Alfalfa and grass hay production, either for internal use or for sale, are common farming and ranching activities. Vast amounts of grazing land are located within the county borders, owned by Federal, State and private interests of varying kinds. Potato and grain crops are also produced, principally in the western and northern parts of the county. A talc mining facility is located in the southern Madison Valley. Two other talc mines are located in the mountains east and southeast of Dillon. Federal and State governmental agencies, including the Forest Service, BLM, NRCS and others are important economic contributors. In recent years tourism, recreation and seasonal accommodations are increasingly becoming a major economic factor.

9. Recreation Facilities: Many recreational facilities and activity centers exist throughout the County. River and lake fishing, camping, hiking, hunting, horse-back riding, off-road travel and similar outdoor activity opportunities abound in all areas. The County Fairgrounds is located in Twin Bridges and the primary rodeo grounds is in Ennis, either of which may have large crowds of visitors in attendance during scheduled events, primarily during the May to October timeframe. In addition, there are a number of private arenas and the like which occasionally hold events and which may attract significant numbers of participants and spectators. The ski and convention center of Big Sky is a major recreational destination which is discussed in sub-paragraphs 3 and 10.

10. Other Facilities: Several financial institutions (banks and lending companies) are to be found, principally in Ennis, Sheridan and Twin Bridges. In the Madison County area of Big Sky there are two high rise hotels and a large and ever growing number of condominium and apartment complexes. In addition, a number of very large private and corporate homes are known to have significant groups of prominent business, government and entertainment people in attendance from time to time. Many of these facilities are within gated communities, emergency access to which is available through the Sheriff's Department.

Two hospitals, each the centerpiece of a public hospital district, are located within Madison County. One is in Sheridan, the other in Ennis. Both have a health clinic closely associated with it and located immediately adjacent to the hospital building itself. Each hospital has a full nursing and laboratory staff and one or more physicians, frequently supplemented by physician's assistants and/or nurse practitioners. In close proximity to each hospital is a nursing home which offers potential for expanding available care facilities in time of emergency. In addition, these facilities usually have experienced medical care providers associated with them with attendant potential for additional assistance. A private medical office is maintained by a licensed nurse practitioner in Ennis. Associated with this office is a chiropractor. Other private medical clinics are located in Big Sky (across the Gallatin County line) and in Twin Bridges. The County has two dentists, one in Sheridan, one in Ennis.

There are four mortuaries, one each in Sheridan, Ennis, Twin Bridges and Harrison. The Sheriff is the County Coroner.

11. Other Emergency Services: Ambulance services are available in Ennis and Sheridan as well as from Whitehall, just north of the Madison County border. Although not located within the county line, Big Sky Ambulance serves the entire Big Sky area. Life Flight is available from

Missoula, Idaho Falls or Billings. Quick Response Units are headquartered in Alder, Harrison, Virginia City and Twin Bridges.

There are eight fire agencies providing fire protection within Madison County: Harrison VFD, Madison Valley RFD (with two stations), Jefferson Valley RFD, Virginia City VFD, Alder VFD, Jefferson Valley VFD, Twin Bridges VFD, and Gallatin Canyon Consolidated RFD. At the time of this writing, The Yellowstone Club on the eastern slope of the Madison Range is in the process of forming a fire department, the exact form and capability of which has yet to be determined. Capabilities and operational effectiveness vary greatly between these agencies, as does staffing, equipment and training.

Law enforcement is primarily provided by the Sheriff's Department, consisting of eight deputies and six reserve officers, in addition to dispatchers. Headquartered in the lower level of the County Courthouse in Virginia City, centralized coordination and communication of all responders is accomplished through the Sheriff's dispatch center. A special interlocal agreement for law enforcement in the Big Sky area exists between Madison and Gallatin Counties. Two trained and equipped Search and Rescue units are under the supervision of the Sheriff's Department, one headquartered in Ennis, one in Sheridan. The town of Ennis has one commissioned constable. One Highway Patrol officer is assigned to Madison County. In addition, there are 2 commissioned Fish and Game Wardens, 2 State Brand Inspectors, and 1 USFS Law Enforcement Ranger.

B. Assumptions: This plan will go into effect upon adoption by the Board of Commissioners. Planning and training called for herein begins immediately thereafter. The protocol outlined in the plan will be activated when a WMD/Terrorism incident has occurred or a credible threat has been identified. Precise situations may vary, but certain common planning assumptions always remain valid.

1. Madison County, as with most of Montana, is generally considered to be an unlikely target for a WMD/Terrorism attack due to its low population and large land area. Most terrorist organizations are seeking maximum impact for their attack and would tend to gravitate toward more populous areas for such activity. The very lack of people and generally rugged, uninhabited terrain makes it a very desirable location for terrorist staging and training, however and there is always the possibility of inadvertent incidents occurring during transit within the County. Complacency and lack of alertness could make rural areas more desirable for that very reason. It should also be noted that the existence of large proportions of undeveloped or rural land frequently makes such an area a destination of choice for meetings and conventions which in and of themselves might be desirable targets. Conventions and other gatherings of prominent or influential people, particularly at Big Sky, may also provide terrorists with transient targets of opportunity.

2. Virtually any WMD/Terrorism event will extend across jurisdictional boundaries. Response to such events may last for days, weeks, or even longer. Although the federal Department of Homeland Security has been designated as the lead agency in the event of federal involvement, response by federal, state and neighboring county authorities will heighten the need for reasoned and effective management and cooperation by County officials. Further, the specter of biological terrorism, cyber-terrorism and other developing forms of terrorism will bring many new, non-traditional agencies and individuals to the response phase. Agency and individual jurisdictional responsibilities may be expected to overlap, requiring all levels of Emergency Management personnel to remain perpetually aware of the ultimate goal of all responders to such an incident: to effectively practice the concept of one mission, one team, one fight.

3. The existence of current Memorandums of Understanding and Mutual Aid Agreements will do much to alleviate "turf" issues and facilitate effective command and control. A thorough

understanding of the Incident Command System and Incident Management System is a basic requirement for all levels of responders and emergency managers. The unified command system will be used to coordinate response to a WMD/Terrorism event in every case and at all times.

4. This Annex is part of the Madison County Emergency Operations Plan (EOP), which is an all-hazard approach to emergency and disaster planning and response. Many of the activities done in preparedness and response are the same for different hazards no matter how initiated. WMD/Terrorism events differ from other hazards only in the extraordinary nature of the events, in some specific resources that may be required and the fact that, by definition, they are criminal in nature. The fact remains that much of the preparedness and response activities and even the equipment used for other hazards will work well for such events. The basic principles are the same.

CONCEPT OF OPERATIONS

A. Direction and Control

Local government emergency response organizations will be called upon to respond to the incident effectively and make rapid notification to state and local authorities as appropriate. While Figure 1 sets forth the chain of command and control for WMD/Terrorist events, nothing should prevent the on-scene responders from carrying out their task with initiative and judgment commensurate with their training and experience and within whatever limitations of activity that may be imposed by the actual capability for incident command, control and communications that may exist at the time. Zealous desire to help must not be allowed to override proper regard for safety, however. There is generally little to be gained in an emergency situation by turning a responder into a casualty or a potential solution into a problem.

In most cases, local responders from either fire or law enforcement agencies will establish control of the incident scene(s) early on. The Incident Command System (ICS) that is initially established will transition into a Unified Command System (UCS) as mutual aid partners and State and Federal responders arrive to augment local personnel. This UCS structure will facilitate both crisis management and consequence management activities while providing for the anticipated continued expansion as a wide variety of units and agency representatives arrive to support on-going operations. While the potential for friction, jurisdictional disagreements and the like is inherent in a large, multiple agency response such as is probable in a WMD/Terrorism event, UCS is designed to coordinate the efforts of all participating jurisdictions and provides for and ensures joint decisions on objectives, strategies, plans, priorities and public communications.

The National Incident Management System (NIMS) has been instituted by the Federal Department of Homeland Security. It is the mandated structure for all Federal, State and local government incident response. Key elements of NIMS include the ICS and its five functional areas: Command, Operations, Planning, Logistics and Finance/Administration. NIMS also defines advance preparedness measures; standards for communications and information management; organizational measures to enhance public information (JIS); and establishes certain administrative and management procedures to support refinement and maintenance of the system.

Local elected government officials have the ultimate responsibility for disaster and emergency operations which is usually exercised through the administrative representatives on their staff. This does not, however, necessarily require their presence on scene or preclude reliance on recommendations and analysis of emergency management persons who may have developed skills and/or training to qualify them for the situation at hand. County officials must

commit the County's resources to emergency operations. Assistance may be requested from neighboring jurisdictions in accordance with existing memorandums and regulations.

The site of a terrorist incident is a crime scene as well as a disaster scene, although the protection of lives, health and safety remains the top priority. Generally law enforcement will be in command. However, federal HazMat law mandates that the senior jurisdiction fire official will be incident commander for HazMat events. In Madison County, the Sheriff is also the County Fire Marshall, allowing him or her to assume on scene command in most cases.

When the scope of an incident exceeds the resource capability, jurisdictional boundaries or on-going physical capacity of any one agency or government entity involved, thereby requiring a broader response and as is most likely in the case of a WMD/Terrorist event, a local Emergency or Disaster may be declared by the Board of Commissioners or, in their absence, by the County Sheriff. Authority to make such a declaration may, at the discretion of the Board of Commissioners, be delegated to the Homeland Security Administrator in writing, such authority to be exercised only in the case of unavailability of the above mentioned elected officials. See the appropriate annex of this EOP for further continuity of government information.

Upon initiating such a declaration telephonic notification of MT DES will be made immediately, to be followed as soon as possible by a written declaration forwarded to Montana DES, signed by the official with authority to make such a local declaration as outlined in the preceding paragraph. When this occurs, the Emergency Operations Center team will be automatically activated to coordinate and manage Emergency Management resources and operations. The Emergency Operations Center Team (EOCT) for a WMD/Terrorism event will generally consist of the County Commissioners, DES Coordinator (whose field liaison responsibilities may frequently require his absence from the EOC), Homeland Security Administrator, Sheriff (or designated senior representative for law enforcement), a designated senior fire official, County Attorney, Public Health Officer/ Public Health Administrator or other designated representative of the Public Health Department, a representative of Incident Command and the IT/GIS Administrator (if appointed). Other officials and agency representatives may augment the EOC core staff.

All departments, agencies or organizations must maintain detailed record (operational logs) of actions taken, including date/time, action taken, overtime authorized, machinery used (and associated costs, and any other information which may be of value in on-going operations, post event analysis and recovery efforts.

B. Requests for Assistance

Local government is authorized to request assistance from the next level of government after its resources have been expended and/or are clearly inadequate to cope with the effects of the disaster. All requests for assistance from State or Federal entities will go through the Montana Disaster and Emergency Services Administrator in Helena and in accordance with the Government Disaster Information Manual located in the County DES Coordinator's Office. In general, request for assistance from state or federal governments will impose a requirement for cost share on the part of the County.

C. Communications

Normal emergency response communications procedures will be used as outlined in the basic EOP and Communications Annex. While rapid, accurate communications is crucial to ensure a prompt and coordinated response, security becomes especially critical during a Terrorism Event. Denial of information to the enemy is a major objective within the overall necessity to effectively respond to the emergency. Brevity of communications becomes increasingly important as the size of the event grows. Every effort should be made to confine

communications to transmittal of necessary information to free up channels for other vital transmissions which at the same time serves to limit information available to the perpetrators.

D. Warning

Advanced warning may or may not be forthcoming for a WMD/Terrorism incident. Factors involved range from intelligence gathered from law enforcement and other intelligence sources to an actual notification from the terrorist(s) or an associate. Open communication among local, State and Federal law enforcement agencies and emergency response officials is imperative. The local FBI field office is required by law to be informed of all suspected terrorist threats or incidents.

E. Public Information

The intent of a terrorist attack is to cause maximum destruction of lives and property; to create chaos, confusion and public panic; and to stress local, State and Federal response resources. Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize accomplishment of the terrorist's objectives. Such consistent and expedited information calms anxieties and reduces unhelpful public response such as panic or spontaneous evacuations which hamper response efforts and further the objectives of the initiators of the event.

The Madison County Homeland Security Administrator, as a principal member of the Emergency Management team, is tasked with establishing and administering a viable mechanism for development, production and dissemination of appropriate information for public consumption during a terrorism event using such media and other channels as may be appropriate. A strong and ongoing public education program for terrorism response, built upon outreach and awareness programs for all types of emergencies, enhances the response organizations' credibility and benefits both the public and the responders before, during and following an event. The Homeland Security Administrator, working with the LEPC and other organizations, has the primary responsibility for implementing such a program in planning for All-Hazards Disaster Management. All departments, however, have the potential to further these overall goals.

Initial interaction with the media may be implemented under the direction of the Incident Commander. As the situation develops, a Joint Information Center may be established comprised of representatives from Federal, State and County authorities for the purpose of managing the dissemination of information to the public, media and business interest. Again, the Homeland Security Administrator will coordinate and facilitate County participation in such an organization.

F. Protective Actions

Evacuation may be required from inside the perimeter of the scene to guard against further casualties, either from contamination by an agent released or the possibility of secondary devices. In-place sheltering may be required if the area must be contained because of need for quarantine or if it is determined to be safer for individuals to remain in place. Incident Command, in coordination with the Red Cross, county health officials and other local entities will designate local shelters and areas to be used.

Protection from biological threats may involve coercive or non-coercive protective actions, including isolation of individuals, quarantine of location, vaccinations, travel limitations and the like. Responsibility for such actions rests with State and local elected officials, who are primarily responsible for making protective action decisions. The Public Health Officer, acting within the statutory provisions of the office, shall recommend and advise on such matters. The PHO shall also coordinate with neighboring and all other jurisdictions. Irrational public behavior and refusal

to comply with protective measures can adversely impact protective actions taken for the good of the whole area and may be treated as counter to the interests of public health and safety.

G. Mass Care

Location of mass care facilities will be based partly on the hazard involved, partly on environmental considerations occurring during the event and partly upon overall assessment of the situation and the likelihood for its continued development. The provisions of the Mass Casualty Contingency Plan will be used to guide such actions. Decontamination, if necessary, may need to precede sheltering and other needs of the victims in order to prevent further damage from the hazard agent to the victims themselves, to care providers or to others through spread of the contaminating agent. The American Red Cross is the primary agency for mass care in Montana. Along with the State Department of Public Health and Human Services, the Red Cross will be actively involved in in-place and mobile mass care systems for these incidents. One or more intermediate station(s) may need to be established to move victims out of the way of immediate harm. This would allow responders to provide critical attention and general life saving support and then evacuate victims to an established mass care location for further attention.

The Public Health Administrator, under the supervision of the Public Health Officer, is responsible for coordinating mass care within the overall context of the EOP and for making mass care recommendations to the Incident Commander as appropriate.

H. Health and Medical

Response to any mass casualty event will require the active collaboration of the emergency first responders, health services administrators, clinicians, medical technicians and local public health authorities responsible for disease monitoring and outbreak investigation. It may be expected that many volunteers, trained at various levels of response capability will come forth. The County Public Health Administrator, in close coordination with service providers, will seek to enhance the effective utilization of such non-professional assistance by coordinating the assignment and utilization of such volunteers. The PHA will also seek to maximize the County capability to maintain appropriate records of health and medical related activity before, during and after the active prosecution of the event and will also seek to ensure that proper security of such records is provided as may be required.

Jurisdictional Organization and Assignment of Responsibilities

A. Local Emergency Responders. Members of local fire departments, Sheriff's deputies, other law enforcement personnel, Emergency Medical Personnel and/or members of the county DES/EM team will usually be among the first to respond to a WMD incident. Their initial goal will be to determine the nature of the incident and to safely secure the situation until outside resources can assist or until otherwise relieved of their duties by competent authority. Attempts to identify the cause of the incident or obtain other potentially valuable information must not be done at the risk of jeopardizing safety of the responder or others who may be involved. The scene of a WMD incident is primarily a disaster scene, although it is also a crime scene. While the latter may be extremely important, it must not be allowed to interfere with efforts to overcome the safety and related hazards associated with the former. Detailed taskings and responsibilities are outlined in Tab A.

B. Madison County Emergency Planning Committee (LEPC). Along with State Emergency Response Commissions (SERCs) and Tribal Emergency Response Committees (TERCs),

LEPCs were established under the Superfund Amendment and Reauthorization Act of 1986 (SARA). The LEPC develops and maintains county assessments of risk, the Pre-Disaster Mitigation Plan, the county Strategic Plan, this Annex of the county Emergency Operations Plan and certain other documents related to emergency management and planning. In so doing they work in close cooperation with and under the overall guidance of the County Homeland Security Administrator, as a vital part of the Emergency Management Team.

C. State Emergency Responders. When requested by local officials, the Montana DES Division has capability for and will provide assistance to support local emergency management authorities and the Incident or Unified Commander, as is addressed in the Montana Emergency Operations Plan. Such requests will go through the Administrator, Montana Disaster and Emergency Services Division, Helena using procedures set forth in the Government Disaster Information Manual..

D. Federal Emergency Responders. Upon determination of a credible WMD threat, or should such an event actually occur, the Federal government will almost certainly respond through the appropriate departments and agencies. All requests for federal assistance will go through the Administrator, Montana Disaster and Emergency Services Division. The Department of Homeland Security, through its various agencies and departmental organizations is tasked by federal law with coordinating federal response and with supporting local jurisdictions in the event an incident were to occur.

E. Public Health Department. In the event of a terrorist incident, especially one involving biological agents, the public health community will have a special role in limiting illness and injury. Responsibility for early detection and control of such an incident will rest with local, State, and Federal public health system and the entire community of health care providers. To prepare for and respond effectively to such an event, the public health system must be capable of:

- **Hazard analysis:** Identifying the types of biological events that might occur in the community.
- **Health Surveillance, epidemiological investigation and diagnosis:** Identifying the type or nature of an event when it happens.
- **Emergency response planning:** Advance planning to ensure coordination and to build capability to respond effectively.
- **Consequence management:** Implementation of the planning quickly and efficiently and facilitating recovery from the incident.

ADMINISTRATION AND LOGISTICS

A. General Requirements. There are many factors that make response to a WMD/Terrorist attack unique among the emergencies that might face the County. Unlike some natural disasters such as floods, winter storms, drought, etc., the administration and logistical response to a WMD event may have little opportunity for incident specific response preparation due to lack of forewarning or lack of any immediately obvious indicators of the nature and timing of the attack. Because activation of the WMD may not even be immediately apparent, caregivers, emergency response personnel and first responders and bystanders as well could already be in imminent danger of becoming casualties before realization of the existence of the crime may have taken place. Incidents can quickly escalate from one scene to those encompassing multiple locations and jurisdictions. As a result of these and many other factors, already

complex logistics can become nearly unmanageable if not continually assessed and adjusted. And while the intensity of the emergency itself may seem to dwarf the importance of administrative matters, the capacity for sustained operations and quick recovery of response capability on the part of the County Emergency Management Team require detailed, continued attention to seemingly mundane administrative and logistics matters.

B. Availability of Services. The Madison County Disaster and Emergency Services Coordinator is required to maintain and have available to the Emergency Management Team, a current Resource List encompassing those assets located within the County and selected resources which might be available or required from nearby jurisdictions. This list is to be updated annually. In the event of a WMD/Terrorism incident, a current copy shall be located in the EOC and another shall be available in the DES office.

C. Policies and Procedures. Effective consequence management relies heavily on records maintained during and immediately after any emergency incident, yet, “in the heat of battle” it is difficult to remember the importance of record keeping. Nevertheless, accurate documentation is vital when trying to recover from and lessen the local effects of a disaster. The guiding principal, as set forth in the Local Government Disaster Information Manual (LGDIM), is, “Document!!! Document!!! Document!!!”. Some form of accurate record will be required when making any post-action claim for reimbursable expenses. Similarly, it is also necessary to keep accurate records of Mutual Aid requests or offers.

Every emergency responder and emergency manager up to and including the elected governmental officials should begin a personal log as soon as possible after the event is initiated. It should be used to record all personal actions, and those of individuals assisting or assisted. Efforts should be made to set down the time and nature of reports to other members of the team, orders given, equipment used and, where appropriate, quantities of expendables utilized. Special attention should be taken to document the expenses affiliated with any and all emergency repairs, such as those to roads, bridges, equipment or structures. Payroll, equipment and material record forms can be found in the LGDIM. They should be filled out at the earliest practicable time and retained at some centralized place. Personal logs will act as back-ups to formalized record keeping and will also greatly assist in filling out the forms should circumstances preclude such recording of data at the time.

Such logs and records can serve as a valuable source of information in support of investigations into the criminal aspect of terrorist activity. They also provide information for post-response critiques and follow-up analysis and can be an aid to improving response in the event of future such incidents. The DES Coordinator and the Homeland Security Administrator shall encourage usage of the forms and coordinate the maintenance and retention of records throughout all phases of the incident.

Records of personal health are of particular importance, especially in the case of biological, chemical or radiological events, yet security and privacy concerns impose special limitations on such record keeping. The County Public Health Administrator shall develop a protocol for such records. During an incident, the PHA, under the overall supervision of the PHO, will coordinate and supervise the maintenance of health and health-data records in accordance with applicable laws and regulations while facilitating the exchange of health information with appropriate authorities in furtherance of efforts to counter the effects of a WMD/Terrorism attack.

No member of the emergency management team shall enter into any contractual arrangement during any phase of an attack without approval of the County Commissioners or senior County Official. Authority may be delegated to enter into such arrangements; however it should be done so with discretion and with carefully considered limitations.

D. Activation Procedures. The protocols contained in this plan go into effect when a WMD/Terrorism incident has occurred or a creditable threat identified. Such threat identification may come from the Incident Commander, the County Commissioners, the Sheriff, the Homeland

Security Administrator or the DES Coordinator. Upon receiving knowledge of an incident or receiving information of threat identification by authorized persons as listed above, the person on duty in the Dispatch Center will activate the effective call list. This list is maintained by the County Sheriff in accordance with the EOP and in conjunction with the Homeland Security Administrator and DES Coordinator.

Tab A:

WMD/Terrorism Standard Operating Procedures

General. Any suspected terrorism incident should be considered an event where Weapons of Mass Destruction could be involved. This could include chemical, biological, nuclear, radiological and conventional explosive weapons or any combination thereof in single and multiple attacks. Direct confrontation of individuals or groups involved in terrorism is always a possibility prior to a planned attack, during it or afterwards. In all cases, the potential for extended use of a wide variety of hazardous materials must continually be kept in mind throughout all levels of the Emergency Management Team and all phases of the event. Of equal concern is the primacy for matters of safety and concern for human life. Thoughtful response, with due regard for the continued utility of the responder and his or her equipment, is far more advantageous to overall prosecution of the counter-terrorism effort than is overly precipitate action, no matter how well intentioned, that degrades response capability. Trained responders are in short supply in Madison County for any such event.

What follows is an outline of such reasoned response. It is intended as a guide to the standard response to a suspected WMD/Terrorism incident or, indeed, any response which holds the potential for being such an incident. Each response will be different; however all will involve the essential elements outlined herein. Professionalism, training and thoughtful risk analysis of each situation remain the keys to safe response for all potentially hazardous involvements by emergency responders.

Law Enforcement Responders:

1. If a WMD/Terrorist threat has been received:
 - a. Survey the scene. Determine potential threats to responders' or others' safety.
 - b. Take control.
 - c. Evacuate the scene.
 - d. Determine additional safety requirements.
 - e. Call for assistance (DES, Fire Department, etc.).
 - f. Commence careful, reasoned search for device.
 - If no device or substance initially found:
 - a. Continue investigation, including ventilation system, then other sites in decreasing order of likelihood.
 - b. Be alert for indications of forced entry, tampering or other unauthorized access.
 - If suspicious findings occur during investigation:
 - a. Do not touch any item(s) found, either personally or with any equipment.
 - b. Inform dispatch or Incident Command and request appropriate assistance.
 - c. Maintain area security. This is a crime scene and a potential disaster scene.
 - d. Keep information flowing outward from the scene until relieved.
2. When an unknown WMD device or suspected device has been located:
 - a. Evacuate and secure the area without touching the device either personally or with any equipment. Remain aware of the potential requirements for quarantine and or decontamination.

- b. Initiate HazMat response if appropriate.
 - c. Notify MT DES of need for Explosive Team if appropriate
 - d. Alert local Health Department as appropriate
 - e. Maintain security of the perimeter and of any potential evidence within the overall necessity for health and safety considerations.
3. Potential Chemical or Biological weapon is located:
- a. Evacuate and secure the area without touching or moving the device in any way and consistent with the need for quarantine and/or decontamination.
 - b. Call for Fire Dept, who may assume control of the site as a HazMat incident. Utilize the HazMat provisions of the EOP in conjunction with this annex.
 - c. Notify health authorities, DES, FBI.
 - d. Maintain perimeter control.
 - e. LE personnel who have been appropriately trained and have worked with the County WMD/HazMat Task Force may, at the discretion of the Incident Commander, be equipped for Level B response and used for specific and very limited purposes when extraordinary conditions make that decision appropriate.

Fire Department Responders:

- 1. Fire Department frequently assumes Unified Command of a Hazardous Materials incident. Determination of Unified Command must be made on scene and without delay. If Command is not assumed, work closely with the Commander and advise as to HazMat considerations.
- 2.. Determine Safety Zones and assist with evacuation of the area while remaining within the limitations of their training and available protective equipment.
 - a. Ensure appropriate PPE gear is worn by responders at all times.
 - b. Set up and delineate Zones (hot, warm, cold).
 - c. Notify health officials and assist with victims. Carry out emergency personnel decontamination as prudent and appropriate. This may involve rigging portable decontamination unit(s) on scene.
 - d. Coordinate with EMS for treatment and transport to hospital or other designated place.
 - e. Keep emergency management officials informed of developments.
 - f. Prepare to assist external HazMat teams when they arrive and as appropriate to training and equipment limitations. The primary direct assistance will be provided by members of one or both of the County HazMat Task Forces, who are trained and equipped to do so. Care must be taken not to attempt to use responders beyond the capabilities of their training, experience and equipment.
 - g. Relieve or assist LE personnel in securing contaminated areas.

EMS Responders:

- 1. Coordinate response with Incident Command for safety and Decontamination.
- 2. Assist with medical evaluations of 1st responders.
- 3. Triage and treat victims, keeping hospitals and other appropriate health care entities informed as to quantity and conditions of victims, potential contamination considerations.
- 4. Coordinate with Fire Department on DeCon.
- 5. Prepare and arrange for transport.
- 6. Assist at hospital and care facilities.

Public Health Officials:

1. The primary responsibility of physicians and professional health care providers is to practice their profession. Lay members of the Public Health Department and non-practicing professionals will concentrate on administrative, logistics and coordination tasks, augmented by volunteers and medical administrative personnel, etc.

as

appropriate. All such activity is under the overall supervision of the County Public Health Officer under whatever form of Incident or Unified Command may be in effect, however, as this individual may well be a major part of the medical practitioner assets available, such supervision may be delegated to or exercised through the Public Health Administrator.

2. Notify and communicate with hospitals and such mass care activities as may be involved.
3. Keep the County Health Officer appropriately informed so that he or she may effectively advise the Incident Commander and/or Elected Officials in the performance of their duties.
4. Make notification to the MT Dept of Public Health and Human Services.
5. Make appropriate mass casualty and isolation recommendations.
6. Coordinate overall logistics, administration and record keeping for medical and public health considerations related to the incident.
7. Interface with Law Enforcement, Incident and Unified Command, Emergency Management and Elected Officials in matters relating to medical and health considerations.

Emergency Management:

1. Activate the Emergency Operations Center as warranted and coordinate its operation.
2. Coordinate and assist the other responders with assessment and identification of the situation. If the County has both a DES Coordinator and a Homeland Security Administrator, the former will tend to concentrate on coordination of field activities and interface between field units and the EOC, while the latter concentrates on administrative matters and activities within the EOC, but this may change, depending upon the background, training, situation and capabilities of the individuals involved.
3. Coordinate resources and logistics.
4. Notify Montana DES and the Montana DPHHS Duty Officer and keep them appropriately informed.
5. Coordinate Public Information for the incident.
6. Supervise maintenance of county wide financial and usage records, contracts for service and related administrative matters.
7. Assist and advise the Elected Officials in the performance of their duties.
8. Act as a primary interface for the County with external agencies and entities under the provisions of the Unified Command System and such Consequence Management and Incident Management provisions as may be invoked.
9. Keep the Elected Officials fully informed and advise them on matters within their purview.

Elected Officials:

1. Act as the senior managers for the County in complying with their statutory responsibilities, relying upon advice of trained and experienced people within and outside of the County government.
2. Direct activation of the Emergency Operations Center when appropriate and exercise overall supervision of County response to the incident using the facilities therein.
3. Make themselves available to assist in public information and morale enhancement activities as may be appropriate.
4. Request assistance from MT DES and other agencies as may be appropriate and in accordance with applicable directives.
5. Facilitate integration of County response agencies with state, federal and neighboring jurisdictions that may respond.
6. Exercise overall supervision of financial and contractual and other administrative arrangements and records as may be appropriate.
7. Ensure adequate post-incident analysis and adaptation is carried out as part of a program of effective consequence management carried out under their direction.
8. Provisions for continuity of government are as outlined elsewhere in the EOP.

Tab B:**Acronyms and Abbreviations**

ATC	Air Traffic Control
BLM	Bureau of Land Management
CBRNE	Chemical, Biological, Radiological, Nuclear or Explosive
CDC	Center for Disease Control
DES	Disaster and Emergency Services
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DOD	Department of Defense
DOJ	Department of Justice
DPHHS	Department of Public Health and Human Services
DPP	Domestic Preparedness Program
EM	Emergency Management
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOCT	Emergency Operations Center Team
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FS	U. S. Forest Service
HazMat	Hazardous Material
HS	Homeland Security
IC	Incident Commander
ICS	Incident Command System
IED	Improvised Explosive Device
IND	Improvised Nuclear Device
INRP	Initial National Response Plan
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operation Center
LE	Law Enforcement
LEPC	Local Emergency Planning Committee
LFA	Lead Federal Agency
LGDIM	Local Government Disaster Information Manual
MOA	Memorandum of Agreement

NBC	Nuclear, Biological and Chemical
NFA	National Fire Academy
NFPA	National Fire Protection Association
NIC	NIMS Integration Center
NIMS	National Incident Management System
NIOSH	National Institute for Occupational Safety and Health
NRC	Nuclear Regulatory Commission
NRP	National Response Plan
NRT	National Response Team
OSC	On-Scene Commander
PHA	Public Health Administrator
PHO	Public Health Officer
PHS	Public Health Service
PPE	Personal Protective Equipment
RDD	Radiological Dispersal Device
SARA	Superfund Amendments and Reauthorization Act
SCBA	Self Contained Breathing Apparatus
SERC	State Emergency Response Commission
TERC	Tribal Emergency Response Commission
TIA	Terrorist Incident Annex or WMD/Terrorism Annex
UC	Unified Commander
UCS	Unified Command System
USDA	U.S. Department of Agriculture
USFA	U.S. Fire Administration
USFS	U.S. Forest Service
WMD	Weapons of Mass Destruction

Tab C:

Key Definitions

Aerosol: Fine liquid or solid particles suspended in a gas such as fog or smoke or man-made dispersal gas.

Biological Agent: Living organisms or the materials derived from such organisms that may cause disease or harm to humans, animals or plants or cause deterioration of material. Biological agents are organic in nature. They may be used as a weapon in or as part of liquid droplets, aerosols or dry powders. Effective utilization by terrorists may require topical application, inhalation, ingestion or a combination of such methods.

Chemical Agent: A substance that is intended to kill, seriously injure or incapacitate people, animals or plants through physiological effects not derived from living organisms. Generally classified by severity and type of effect, such as lethal, incapacitating or blister. Sometimes separated by method of delivery or introduction to the target.

Consequence Management: Measures to protect public health and safety, restore essential services and government and to provide relief to individuals, businesses and agencies affected by acts of terrorism. State and local governments exercise primary authority to respond to the consequences of terrorism. FEMA has been designated the Lead Federal Agency (LFA) under the Department of Homeland Security for consequence management to ensure adequate federal response to terrorism.

Crisis Management: Measures taken to identify, acquire, utilize and plan for the resources needed to anticipate, prevent and/or resolve a threat of terrorism or an act of terrorism. The FBI, as an agent of the Department of Homeland Security, is the LFA for crisis management in such cases. The FBI is tasked with coordinating closely with local law enforcement authorities to facilitate successful LE resolution to the incident and also coordinates with FEMA, the CIA and other federal and state authorities which may be involved

Decontamination: The process of making people, animals, objects or areas safe again by destroying, absorbing, neutralizing, making harmless or removing hazardous materials or, in the case of cyber-terrorism, the agent of terrorist attack.

Federal Response Plan (FRP): National plan that establishes the process and structure for the systematic, coordinated and effective delivery of federal assistance to address the consequences of any major disaster or emergency. It also defines the organizational structures used to coordinate crisis management with consequence management at the federal level.

First Responder: A person who has been appropriately trained and has undertaken to provide the initial attempt to preserve and protect life, health and safety within the community when it has been threatened.

Initial National Response Plan (INRP): The first step taken by the DHS in aligning incident management response and actions between all federal, state, tribal, local and private communities. As an interim measure, it is to be followed by the **National Response Plan**

(NRP), allowing NIMS to continue to provide doctrinal guidance for incident management for acts of terrorism, natural disasters and any other emergencies.

Lead Federal Agency (LFA): The agency designated by the President to lead and coordinate the overall Federal response to a situation, particularly an emergency. Specific responsibilities and authority varies with the situation and the agency so designated.

Mitigation: Actions (including threat, vulnerability and risk assessments) taken to reduce exposure to and the detrimental effects of identified threats to health, safety, commerce and government.

National Incident Management System (NIMS): Federal standardized management plan that creates a unified structure for federal, state and local government incident response. It identifies and integrates core elements and best practices for all responders and incident managers. Key elements include: ICS; Preparedness; Communications and Information Management; JIS; and NIC.

Non-Persistent Agent: An agent that, upon release, loses its ability to cause casualties after a short period of time (usually 10 to 15 minutes). Such an agent commonly has a high evaporation rate, is lighter than air, and will disperse rapidly, although radioactive half-life the life span of an organism or the chemical stability of a substance may effect its persistence. It is considered a short term hazard, however some agents may retain their toxic capability for extended periods of time in small, unventilated areas or in the absence of light.

Persistent Agent: A substance that, upon release, retains its casualty-producing capability for an extended period of time. This could be anywhere from 30 minutes to several days or even years. A persistent agent usually has a low evaporation rate and its vapor is frequently heavier than air. It is considered a long term hazard.

Plume: Airborne material spreading from a localized source; the dispersal of particles, gases, vapors and aerosols into the atmosphere.

Preparedness: Establishment of plans, training, exercised and resources necessary to achieve readiness for all hazards, including WMD/Terrorist events.

Radiation: Usually used to refer to the release of high energy particles (such as alpha or beta particles) or gamma rays that are emitted by an atom as the substance undergoes radioactive decay. May also be used to describe emission of other forms of energy, such as heat and light.

Recovery: For the purposes of this document, recovery includes all types of emergency actions taken to continue protection of the public or promoting the resumption of normal activities after the occurrence of a WMD/Terrorist event.

Responder: A volunteer or paid person who has undertaken to perform the duties of preserving and protecting life and property in service to the community. Usually the term is used to indicate that the subject has had appropriate training to enable him or her to perform the duties undertaken, but in a broader context it may include anyone who attempts to aid in the face of an emergency. See also **First Responder**

Terrorism: The unlawful use of force or violence or threat of such force or violence against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political, social, religious or psychological objectives. Terrorism may be domestic or international in scope. The form it might take is only as limited as is the imagination of the terrorist.

Toxicity: A measure of the harmful effects produced by a given amount of a toxin on a living organism.

Weapons Grade Material: Usually used in relation to nuclear material considered suitable for a nuclear weapon. It generally connotes uranium enriched to above 90 percent uranium-235 or plutonium with greater than 90 percent plutonium-239. May occasionally be used to describe conventional explosives sufficiently powerful and otherwise suitable for use in conventional weaponry.

Weapons of Mass Destruction: As defined by 18 USC 2332a/18 USC 921, any explosive, incendiary or poison gas, bomb, grenade, or rocket having a propellant charge of more than 4 ounces or a missile having an explosive incendiary charge of more than 0.25 ounces or a mine or device similar to the above; poison gas; a weapon involving a disease organism; or a weapon that is designed to release radiation or radioactivity at a level dangerous to human life. As noted under the definition for terrorism, however, the possibilities for new forms of such weapons is limited only by human imagination.